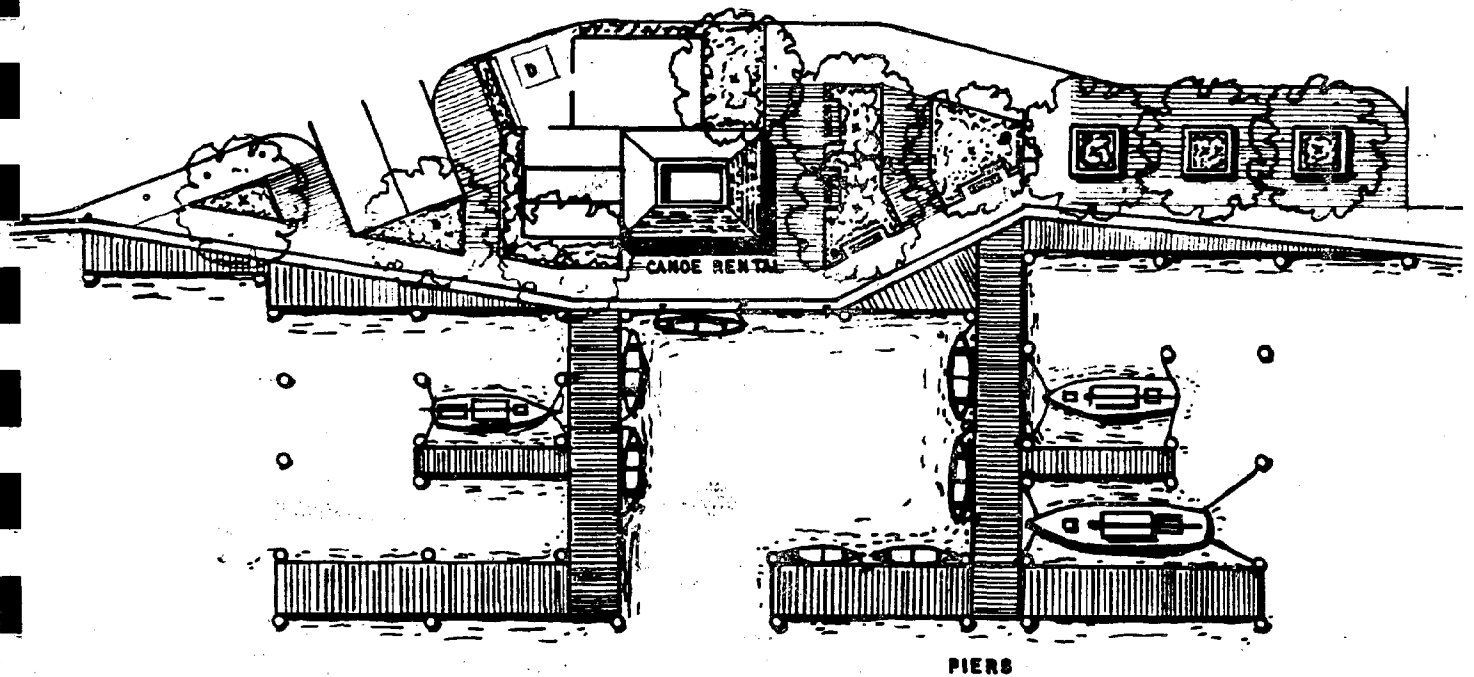


Waterfront Revitalization Plan



PLYMOUTH, NORTH CAROLINA
1982

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1982

COASTAL ZONE
INFORMATION CENTER

Capps, Howard T.

WATERFRONT REVITALIZATION PLAN

PLYMOUTH, NORTH CAROLINA

March, 1982

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COASTAL SERVICES CENTER
2234 SOUTH HOBSON AVENUE
CHARLESTON, SC 29405-2413

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I. Introduction

In 1787, the Town of Plymouth was established on the banks of the Roanoke River through the efforts of Arthur Rhodes. Three years later, the United States Congress established Plymouth as a port of delivery; and a Customs House was established on the waterfront in the general area where Evelyn's Gifts and Furniture Store stands today. By the early 1800's, businesses sprang up along Water Street to serve the river trade that developed. Because existing roads were little more than paths full of ruts and holes, the river served as the farmer's and lumberman's road for many years. As surface transportation systems and vehicles improved, the river became less and less important as a means of transportation; and like most other waterfront communities, the town began to grow away from the waterfront area and in essence turn its back on the very feature that brought the community to life in the late 1700's. But also like many waterfront communities in the country today, the community's citizens are realizing that the waterfront area is a real community asset that needs to be improved. The purpose of this study is to identify existing problems in the downtown waterfront area and propose a plan and a strategy to improve the area.

II. Citizen Involvement

During 1975 and 1976, the Town Council of Plymouth and the Plymouth Planning Board were involved in the preparation of a Land Use Plan under the guidelines of the Coastal Area Management Program. During that planning process, an extensive effort was made to involve citizens in the planning process for Plymouth's future. At this time, citizens expressed a desire to see the appearance of the waterfront in the downtown area improved. They also indicated a desire to see the Town's zoning ordinance amended to include an historic preservation district. Both of these desires were incorporated in the 1976 plan as specific goals for the Town of Plymouth to work toward during the planning period.

In 1981, the Plymouth Planning Board began the process of updating the 1976 Land Use Plan. During this process, they realized that little had been accomplished in meeting the 1976 goal of improving the waterfront and establishing an historic district. Through the distribution of a planning questionnaire, the Board determined that there was still a great deal of interest in improving the downtown waterfront, improving the appearance of the community, and increasing tourism through the promotion of Plymouth's heritage. After analysis of the questionnaire results, the Plymouth Planning Board recommended and the Town Council subsequently adopted the following policies and implementation strategy.

Policy Statement in 1981 Land Use Plan

"The Town of Plymouth will pursue cooperation of downtown waterfront property owners in revitalization of the waterfront as well as downtown businesses."

"The Town will work toward establishment of a local historic district."

"The Town will work to promote the heritage of Plymouth in an effort to secure more tourist dollars in the local economy."

Implementation Strategy in 1981 Land Use Plan

"The Town of Plymouth will contact the staff of Archives and History and request that they review existing structures to determine if they are unique enough to have them placed on the National Register."

"The Town of Plymouth will encourage the local Chamber of Commerce and individuals to begin the process of encouraging interest in Plymouth's heritage, possibly as part of the 400th anniversary of the attempted settlement in North Carolina at Roanoke Island which is scheduled to begin in 1985."

"The Town of Plymouth will work toward the establishment of an historic district or the listing of individual structures on the National Register of Historic Places. The Town will also prepare an Historic District Ordinance to protect the character of individual structures or districts."

"The Town will request funds from the N. C. Office of Coastal Management to conduct a survey of present points of public access to the river. Prepare preliminary plans on better utilization of existing areas and recommendations and implementation strategy on development of additional river access areas."

In late 1981, the Town of Plymouth received funds from the Coastal Resources Commission to prepare an Historic District Ordinance and this Waterfront Revitalization Plan in an effort to follow through on policies established in early 1981.

III. Plan Objectives

The primary objective of the plan is to provide a means to bring about the revitalization of Plymouth's downtown waterfront. This revitalization will affect both the private and public sector and will require both sectors to work together to reach the objective. Improving the

waterfront and adjacent businesses should make the downtown area a more attractive area for local as well as visiting shoppers.

Specific objectives for the public and private sectors include:

Public Uses: New uses within the downtown waterfront should be sensitive to the historic and architectural character of existing structures.

Existing public property should provide a unifying theme for the downtown waterfront area. This can be accomplished by use of sidewalks, landscaping along the waterfront and behind buildings, and by the use of pedestrian amenities such as benches, trash receptacles, pedestrian lighting, etc., that are designed to reflect the waterfront's historic and architectural heritage.

Bike and walking trails should be developed along the waterfront area to connect the downtown area with the proposed RC&D waterfront park. This walking trail should be integrated into a walking tour trail of historic sites and the proposed historic district.

Private Uses: Preserving and expanding residential development along the waterfront in or near the downtown area should be encouraged. This could be done through multi-family development of the cleared Community Development land on Water Street and adaptive re-use of upper floors of existing downtown properties. Many of the second floor levels in the downtown area are under-utilized or are not being used at all. Converting these spaces into attractive housing units could provide attractive and exciting new uses in the downtown area.

The unique location of the downtown area should be developed to take advantage of the natural attractiveness of the river and the historic and architectural character of the waterfront buildings.

Mixed uses in the waterfront area should be encouraged, particularly those uses that will cater to the local residents as well as tourists.

With proper promotion of the historic area, when established, the downtown business community could anticipate some additional visitation by tourists. This is particularly true during the next few years with the celebration in Manteo of the 400th anniversary of the first English attempt at settlement in America on Roanoke Island. Because of Plymouth's location on the major highway to the Outer Banks, the downtown businesses could anticipate visitation by tourists if the proposed historic district and improved waterfront area are promoted.

Plan Approval and Endorsement

1. Present plan to Town Officials.
2. City should obtain endorsement of Chamber of Commerce Downtown Improvement Committee for Waterfront Revitalization Plan.
3. Have Committee present plan to downtown business owners and property owners to obtain their endorsement.
4. Present plan to local groups to gain their support.
5. Present plan to 400th Anniversary Committee to receive their endorsement of the plan to revitalize Plymouth's waterfront as part of the 400th Anniversary Celebration to be held from July 13, 1984, to August 18, 1987.
6. Contact local legislative representatives and request their support for passage of Tax Increment Financing Bill to be considered in the General Assembly.
7. Request CAMA funds to prepare detailed structural survey of proposed historic district area. (Contract with architectural historian after funding.)

RC&D Park Development

1. Negotiate purchase of RC&D park site from railroad.
2. Plan and construct park improvements.

HUD Program - Urban Development Action Grant

1. Subsequent to purchase of RC&D park site, the CD office should contact developers interested in building condominiums or townhouses across from RC&D site.
2. Letters of interest should be secured as soon as possible to be used to show private interest in Urban Development Action Grant.
3. UDAG application should be submitted as soon as possible after change-over takes place between the federal and state governments.
4. UDAG funds, if received, should be used for public waterfront improvements.

HUD Program - Economic Development Fund CD Program

1. Continue to monitor federal regulations and future guidelines for Economic Development funds that may be used in downtown revitalization.

2. CD office should coordinate efforts to secure funds to be used for low interest loans to merchants if such funds can be secured.

Tax Increment Financing Bill in N. C. Legislature

1. Town officials should request that their legislative representatives support the Tax Increment Financing Bill.
2. If this legislation is passed by the North Carolina General Assembly, the Town should explain how Tax Increment Financing works.

SBA 503 Program

1. Downtown Improvement Committee should look at possibility of setting up a non-profit SBA Development Company to make long-term loans for improvements to downtown businesses.
2. Committee should become familiar with program and should explain how program can help local businesses.

Special Tax District

1. The Chamber of Commerce Downtown Improvement Committee should consider setting up a special tax district. These funds could be used to pay for site improvements on the waterfront, or they could be used initially to employ a Downtown Development Coordinator to coordinate downtown development and to promote the downtown business area.

Secure Easements from Waterfront Property Owners

1. Town attorney should prepare perpetual easement agreements for area from back of buildings to waterfront. (Include area between Madison Street to Monroe Street where applicable.)
2. Meeting with owners to explain how easements would work.

Placing Electric Utilities Underground

1. The Town should contact VEPCO and request that they prepare cost estimates for placing utility service underground. (Underground service should be planned for the waterfront area between Monroe Street and Madison Street.)
2. Begin placing VEPCO service underground as funds permit.

Bulkhead and Other Site Improvements

1. Begin site improvements as UDAG or other funds become available. Depending on funding sources, these improvements could be installed in phases as shown on Sheet L-1, or all at one time.

2. After determining specifically what type of bench, trash receptacle, plant material will be used, an effort could be made to secure donations of these items from local civic groups, businesses and individuals. This would give the community an opportunity to participate in improving the waterfront area for everyone's benefit.

Plymouth Waterfront Revitalization Plan

Responsible for		T timetable																			
Activity		1982				1983				1984				1985				1986			
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Asst. Town Mgr.	Endorsement of Plan by Downtown Improvement Committee.																				
Downtown Improvement Committee/Town	Present plan to owners and business operators in downtown waterfront area for their endorsement.																				
Downtown Improvement Committee/Town	Present plan to local civic groups to gain their support.																				
Downtown Improvement Committee/Town	Present plan to 400th Anniversary Committee for their approval.																				
Asst. Town Mgr.	Request local state legislative representative to support the Tax Increment Financing bill.																				
Asst. Town Mgr.	Request CAMA funds to prepare detailed structural survey for historic district designation.																				
Town of Plymouth	Negotiate purchase of RC&D site.																				
Designer and Contractor	Prepare plans and specs and construct improvements for RC&D site																				
Community Development Dir.	Following purchase of RC&D site the CD office should contact developers and obtain letters of interest for construction of condominiums or townhouses on downtown CD property. Apply for UDAG funds in 1983.																				

Plymouth Waterfront Revitalization Plan

Preliminary Cost Estimate

January 1982

	<u>Item</u>	<u>Quantity</u>	<u>Estimated Unit Cost</u>	<u>Total Estimated Cost</u>
A.	RC&D Waterfront Park			
1.	Picnic Tables			
	a. On Concrete Slab	10	250.00	2,500.00
	b. On Elevated Platform	8	200.00	1,600.00
2.	Group Shelter w/8 Tables Sanitary Facilities	1	25,000.00	25,000.00
3.	Grills	12	150.00	1,800.00
4.	Refuse Receptacles w/Stands	18	50.00	800.00
5.	Playground Facilities (Swings, slides, etc.)	1	7,500.00	7,500.00
6.	Benches			
	a. Stationary	6	85.00	510.00
	b. Portable	4	50.00	200.00
7.	Office/Maintenance Building (Restoration of Depot Building)	1	8,000.00	8,000.00
8.	Piers - Elevated T-Type	4	7,500.00	30,000.00
9.	Boat Launch (Double w/Pier)	1	26,000.00	26,000.00
10.	Park Signs (with credit to SCS)	1	500.00	500.00
11.	Utilities (underground)			
	a. Water Lines	600 ft.	6.00	3,600.00
	b. Sewage Lines	200 ft.	11.00	2,200.00
	c. Lighting (Security)	4 ea.	75.00	300.00
	d. Electric Service	800 l.ft.	6.00	4,800.00
12.	Parking & Access			
	a. Boat Launch Area (25 spaces)	40,000 sq.ft.	.50	20,000.00
	b. Depot Area (15 spaces)	18,000 sq.ft.	.50	9,000.00

Plymouth Waterfront Revitalization Plan
Preliminary Cost Estimate
Page Two

	<u>Item</u>	<u>Quantity</u>	<u>Estimated Unit Cost</u>	<u>Total Estimated Cost</u>
13.	Landscaping Beautification and Erosion Control	1	2,000.00	2,000.00
14.	Off-site Fill Material	5,000 cu.yds.	5.00	25,000.00
15.	Drainage - Storm Water Ditch Renovation	500 l.ft.	1.00	500.00
Total Estimated Cost (Area A)				<u>171,800.00</u>
B. Waterfront between Madison Street and Savings and Loan Property				
1.	Place existing electric service lines underground	200 l.ft.	4.00	800.00
2.	Underground service for new pedestrian lighting	200 l.ft.	2.00	400.00
3.	Pedestrian lighting	2 ea.	400.00	800.00
4.	Clearing and grubbing on water- front	Lump Sum	500.00	500.00
5.	Large trees	2 ea.	300.00	600.00
6.	Concrete sidewalk	111 sq.yds.	10.00	1,110.00
7.	Trash receptacles	1	100.00	100.00
8.	Dumpster Screen Fence and Concrete Pad	1	500.00	<u>500.00</u>
Total Estimated Cost (Area B)				<u>4,810.00</u>
C. Savings & Loan Property to Existing Town Waterfront Park				
1.	Place existing electric service lines underground	350 l.ft.	4.00	1,400.00

Plymouth Waterfront Revitalization Plan
Preliminary Cost Estimate
Page Three

	<u>Item</u>	<u>Quantity</u>	<u>Estimated Unit Cost</u>	<u>Total Estimated Cost</u>
2.	Underground Service for New Pedestrian Lighting	350 l.ft.	4.00	1,400.00
3.	Pedestrian Lighting	4 ea.	400.00	1,600.00
4.	Concrete Sidewalk	194 sq.yds.	10.00	1,940.00
5.	Trash Receptacles	2	100.00	<u>200.00</u>
	Total Estimated Cost (Area C)			<u>5,840.00</u>
D.	From Western Side of Existing Town Park to Jefferson Street			
1.	Wood Bulkhead with Concrete Cap	745 l.ft.	250.00	186,250.00
2.	Place Existing Electric Service Underground	830 l.ft.	4.00	3,320.00
3.	Underground Service for New Pedestrian Lighting	830 l.ft.	2.00	1,660.00
4.	Pedestrian Lighting	19 ea.	400.00	7,600.00
5.	Concrete Curb and Gutter	2,085 l.ft.	9.00	18,765.00
6.	Asphalt Paving	3,410 sq.yds.	8.50	28,985.00
7.	Brick Pavers	4,420 sq.ft.	20.00	8,840.00
8.	Concrete sidewalk	670 sq.yds.	10.00	6,700.00
9.	Boat Docking Piers	2,692 sq.ft.	18.00	48,456.00
10.	Boat Rental Building (18'x23')	415 sq.ft.	30.00	12,450.00
11.	Dumpster Screening and Concrete Pad	7 ea.	500.00	3,500.00
12.	Benches	13 ea.	300.00	3,900.00
13.	Bollards	10 ea.	150.00	1,500.00
14.	Trash Receptacles	10 ea.	100.00	1,000.00

Plymouth Waterfront Revitalization Plan
Preliminary Cost Estimate
Page Four

<u>Item</u>	<u>Quantity</u>	<u>Estimated Unit Cost</u>	<u>Total Estimated Cost</u>
15. Landscape Ground Cover	8,285 sq.ft.	.60	4,971.00
16. Large Shade Trees	3 ea.	300.00	900.00
17. Small Flowering Trees	54 ea.	150.00	8,100.00
18. Screen Fence Around Existing Lift Station	60 l.ft.	15.00	<u>900.00</u>
Total Estimated Cost (Area D)			<u>347,797.00</u>
E. Jefferson Street to Monroe Street			
1. Place Existing Electric Service Underground	400 l.ft.	4.00	1,600.00
2. Underground Service for Pedestrian Lighting	400 l.ft.	2.00	800.00
3. Pedestrian Lighting	4 ea.	400.00	1,600.00
4. Wood Bulkhead with Concrete Cap	400 l.ft.	250.00	100,000.00
5. Concrete Sidewalk	195 sq.yds.	10.00	1,950.00
6. Benches	2	300.00	600.00
7. Trash Receptacles	1	100.00	100.00
8. Dumpster Screen and Concrete Pad	1	500.00	500.00
9. Landscape Ground Cover	800 sq.ft.	.60	480.00
10. Large Trees	2	300.00	600.00
11. Small Trees	1	150.00	<u>150.00</u>
Total Estimated Cost (Area E)			<u>108,380.00</u>

Plymouth Waterfront Revitalization Plan
Preliminary Cost Estimate
Page Five

<u>Item</u>	<u>Quantity</u>	<u>Estimated Unit Cost</u>	<u>Total Estimated Cost</u>
F. From Monroe Street to end of Elderly Housing site			
Wood bulkhead with concrete cap	500 L.F.	\$250.00	<u>\$125,000.00</u>
Total Estimated Cost (Area F)			<u>\$125,000.00</u>

Summary

<u>Area</u>	<u>Total Estimated Cost</u>
A RC&D Waterfront Park	\$171,800.00 (50/50 Grant)
B Waterfront between Madison Street and Savings and Loan Property	4,810.00
C Savings & Loan Property to Existing Town Waterfront Park	5,840.00
D From Western Side of Existing Town Park to Jefferson Street	347,797.00
E Jefferson Street to Monroe Street	108,380.00
F Monroe Street to End of Elderly Housing Site	<u>125,000.00</u>
Sub-Total	763,627.00
10% Contingency	<u>76,362.00</u>
Total Estimated Cost	<u>\$839,989.00</u>

*\$85,900.00 of this cost will be paid by the Soil Conservation Service through
the 50% RC&D grant.

